

CLACKAMAS COUNTY BOARD OF COUNTY COMMISSIONERS

Study Session Worksheet

Presentation Date: March 12 2019 **Approx. Start Time:** Approximate Start Time: 2:30 p.m. **Approx. Length:** 1 hour.

Presentation Title: Near Term Recommendations from the Housing Affordability and Homelessness Task Force – Shelter off the Streets.

Departments: Admin, H3S

Presenters: Dan Chandler, Vahid Brown, Wilda Parks, Nate Ember

Other Invitees: Jill Smith

WHAT ACTION ARE YOU REQUESTING FROM THE BOARD?

Review and endorsement of recommendations regarding Shelter off the Streets (SOS) and options for addressing the needs of unsheltered persons in Clackamas County.

EXECUTIVE SUMMARY:

In the spring of 2018, the Board of County Commissioners appointed members of a Housing Affordability and Homelessness Task Force. The BCC also adopted a charter requesting the following:

The Task Force will gather information and make specific near term recommendations on regulatory changes and mechanisms that will foster the maintenance and development of affordable housing for all income levels, including the homeless.

The Task Force has met 8 times since May of 2018 to learn, discuss and make recommendations to the BCC on actions that will help address housing affordability and homelessness issues.

Those recommendations will fall generally into four categories:

1. Shelter off the Streets.
2. Housing Services
3. Tenant Protections – *Task Force recommendations to be developed now that the State has passed [SB 608](#)*
4. Planning, Zoning and Development

These recommendations generally follow along the spectrum of need – moving from unsheltered to the those in shelter to tenants to the construction of new housing.

In January, the Task Force adopted a set of recommendations aimed at people surviving without permanent shelter in the County. Given that that population

experienced the greatest need, the Task Force chose to make those recommendations at the earliest opportunity.

The recommendations are attached as Attachment a. Also attached are a powerpoint presentation, the task force membership list, and an action planning worksheet detailing more issues, suggestion and recommendations.

FINANCIAL IMPLICATIONS (current year and ongoing):

Is this item in your current budget? YES X NO

STRATEGIC PLAN ALIGNMENT

- How does this item align with the County’s Performance Clackamas goals?

This item is directly related to the following County Goal:

By 2022, 2000 units of housing, affordable to a variety of residents, will be developed within Clackamas County, through a combination of public and private partnerships, and appropriate regulatory changes. Of that number, the Housing Authority goal will be to provide 1000 units affordable to households earning 60% of the area median income or less.

In order to place currently homeless people into housing, we need to provide basic assistance in addition to building units. In other words, there is a pathway to housing that involves meeting basic needs for security, shelter and services. Shelter off the Streets is a first step for many of our most vulnerable people.

LEGAL/POLICY REQUIREMENTS:

N/A

ATTACHMENTS:

- a. Recommendations
- b. Power Point presentation.
- c. Task Force Membership List
- d. Action planning worksheets.

SUBMITTED BY:

Division Director/Head Approval _____

Department Director/Head Approval _____

County Administrator Approval _____

For information on this issue or copies of attachments, please contact Dan Chandler @ 503-742-5394

CLACKAMAS COUNTY HOUSING AFFORDABILITY AND HOMELESSNESS TASK FORCE

Shelter off the Streets Recommendations for those without shelter March 12, 2019

The Housing Affordability and Homelessness Task Force (Task Force) recommends that the county adopt the following goal in its Performance Clackamas Strategic Plan:

Working in partnership with community groups, cities and counties, provide safe, off the streets shelter options for 100 additional people in 2019 and again in 2020 and 2021.

While the number fluctuates, there are approximately 750 unsheltered individuals in the County. On a given night when warming shelters are open, approximately 100 individuals avail themselves of shelter. This goal represents opening approximately 3 safety shelter sites per year, which is an ambitious reach, given the level of public involvement, infrastructure and investment necessary.

Recommendation 1: Identify and Create additional capacity for Shelter off the Streets (SOS)

Task Force members identified an acute need for safe places for unsheltered individuals to shelter off the streets. This need is particularly acute given the 9th Circuit Court decision in *Martin v. City of Boise*, which limits local governments' ability to restrict sleeping and camping on public property. The County was prepared for the coming winter with overnight warming shelters, but many people remain without shelter options for daytime and for nights when warming shelter is not available.

Specific Recommendations

- a) **Locate spaces for a range of Shelter off the Streets options with hygiene and trash collection services.**
- b) **Identify space for legal RV camping, with waste disposal services.**
- c) **Locate publicly owned property to provide these spaces, and investigate the use of underutilized sites, vacant buildings and willing private property owners.**
- d) **Work to assure that SOS shelters are a transition vehicle to permanent housing.**

Recommendation 2: Adopt mobile and accessible programs for those that remain unsheltered.

The Task Force identified a need to address the reality that unsheltered individuals don't have access to sanitation services, and recommends that the County look to successful models in other locations, including Clark County's Talking Trash program, or the Clean and Safe Program of Central City Concern.¹ These services may, in some cases, be provided by the homeless or recently homeless.

Specific Recommendations:

- a) Provide personal hygiene services.**
- b) Provide trash and garbage options, including safe needle deposit and exchange for those that remain unsheltered.**

Recommendation 3: Continue to monitor and meet the needs of the unsheltered population as they evolve.

As the homeless population changes, it is important to be attentive to the specific needs of individuals, including appropriate mental health resources and establish mechanisms for ongoing program improvement.

Specific Recommendations:

- a) Monitor and track health outcomes and fatalities among the unsheltered population.**

Recommendation 4: Evaluate and measure outcomes as these recommendations are implemented

Additional Shelter and Services recommendations to be carried over to other segments or discussed further.

- a) Non-profit funding*
- b) Tenant Protections*
- c) Housing First Model*
- d) Rapid Response Outreach Team*

¹ <http://www.centralcityconcern.org/services/employment/cc-c-clean-start/>
Housing Affordability and Homelessness Task Force
Recommendations for Shelter off the Streets.

Shelter off the Streets

Recommendations of Housing Affordability and Homelessness Task
Force

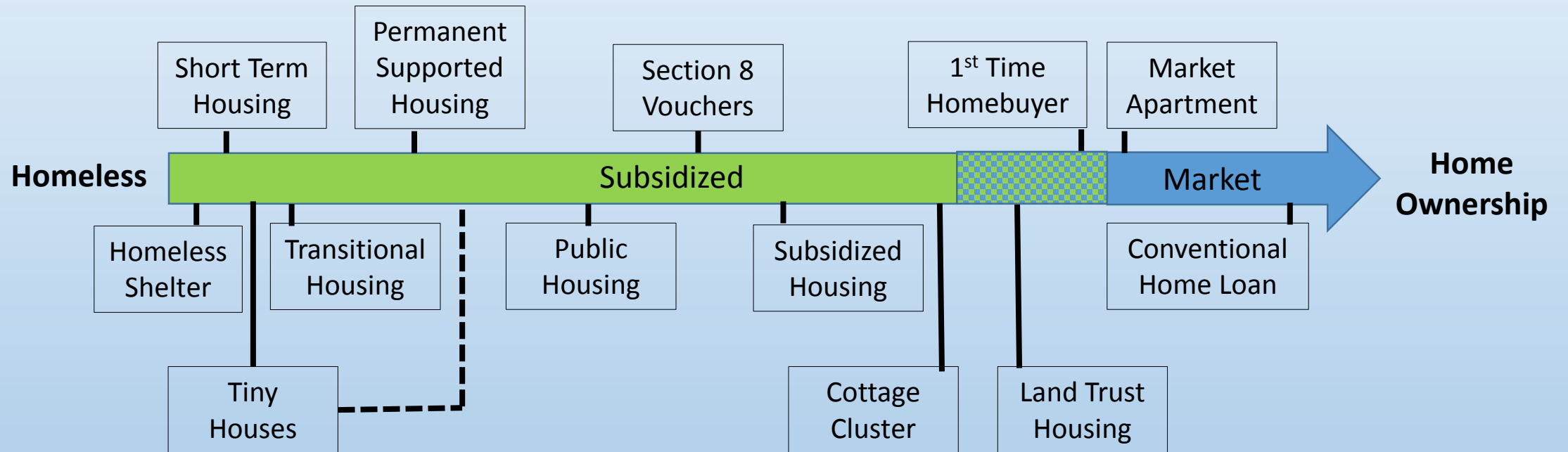
About the Task Force

- 20 members.
 - Broad range of experience and interests – business, health care, building industry, nonprofit and lived experience with homelessness.
- Meet monthly for 2 and a half hours.

Four Focus Areas

- Shelter off the Streets
- Housing Services – transitional and support services
- Planning Zoning and Development
- Funding

Housing Continuum



Who is without housing in Clackamas County?

Sources:

- Bi-annual Point in Time Count (PIT) mandated by HUD
- Clackamas County Coordinated Housing Access
- School district Homeless School Liaisons
- Springwater Corridor Trail Survey 2016

Further details: www.clackamas.us/homelessness

Point in Time Count 2017 and School Liaisons

- 2,293 homeless individuals identified
- 746 unsheltered including 379 under age 18
- 157 housed in short term or transitional shelter
- 1,295 unstably housed including 910 children
- 85 veterans – 52 being unsheltered



Clackamas County Children's Commission Head Start Programs

Resident District	Doubled-Up	Shelter	Unsheltered	Motel	Total	Unaccompanied
Canby	52	1	2	0	55	1
Colton	2	0	2	0	4	
Estacada	13	0	0	0	13	1
Gladstone	33	0	0	0	33	1
Gresham/Barlow	4	1	0	0	5	
Lake Oswego	1	0	0	0	1	
Molalla River	21	0	1	0	22	
North Clackamas	175	5	1	1	182	1
Oregon City	64	1	1	0	66	2
Oregon Trail	16	0	0	0	16	1
Silver Falls	1	0	0	0	1	
West Linn -Wilsonville	11	0	0	1	12	
Totals	393	8	7	2	410	7

Percentage* 63% 1.20% 1.10% 0.30% 65.20%

* Number based on children enrolled and received services (628 children)

Percentage** 49% 1% 0.80% 0.25% 51.70%

**Number based on total number of children enrolled/accepted and abandoned who did/did no received services (793 Children)



Trends from 2015 to 2017 PIT Count

- 54% increase in unsheltered population
- 35% increase in homeless children
- 43% increase in chronically homeless
- 15 % increase in veterans experiencing homelessness

Causes of Loss of Housing

Contributing factor	Count
Couldn't Afford Rent	483
Unemployment	437
Eviction	251
Kicked Out by Family / Friends	226
Criminal History	167
Domestic Violence	164
Mental/Emotional Health Issues	159
Drugs or Alcohol Abuse (self)	139
Medical Health Issues	115
Drugs or Alcohol in the Home	89
Problems at Rental Property	85

Coordinated Housing Access (CHA)

The unhoused people who have called the CHA for housing placements, are eligible for a housing program, but have not been placed:

- 1,258 Households
- 2,369 People (compare PIT + Schools: 2,293)

Springwater Corridor Survey Key Findings

- Largely local, largely chronic. 83% of this population has lived in Oregon ten years or more, and most were last housed in the neighborhood in which they now sleep outside. Over 87% have been houseless a year or more.
- Service ready, but not service connected. Nearly 85% report having no caseworker or person helping to get housing, while most are interested in receiving services. Most common reason why no caseworker: don't know how to get one.
- Isolated from family, but connected to "street family". About 70% live outside without other family members, yet 71% percent live with a group. Most common reason cited for living on Springwater Trail was presence of friends there.
- Houselessness is an *economic* condition. Top factors cited as contributors to houselessness were job loss (41%) and eviction (40%). Top barriers to housing named were lack of money and unemployment.
- For women, houselessness is intertwined with violence. Domestic violence named as 4th most common contributing factor, and 78% of those who cite this are women. Majority of women (and minority of men) report violence and harassment since becoming houseless.



Homeless Housing Programs Inventory

- Emergency Shelter: none
- Domestic Violence housing/shelter: 71 beds
- Interim housing (3-6mos, families w/ children): 9 beds
- Transitional housing (up to 24mos): 33 units
- Rapid Re-Housing: 133 beds
- Permanent Supportive Housing: 323 units

Total of all types: 569



Homelessness is Increasing

- Widespread increases in housing costs (a 2016 study by the Housing Authority of Clackamas County found a 28% increase in market rents) without corresponding increases in income, especially among lowest-income households.
- Increased economic instability for individuals who are working in low-paying jobs even though the jobless rate continues to drop. During the past 10 years, housing costs in the county have risen at nearly twice the rate as renter income growth.
- More severe than usual weather may have brought more homeless persons into sites where counts were occurring.
- Growth in the county's population has increased the demand on an already-tight housing market, which drives housing costs out of the reach of residents.
- Some households who were paying unaffordable rent in the past may now be unstably housed or literally homeless.

Martin v. City of Boise

(9th Cir. 2018) No. 15-35845.

- It does not cover individuals who do have access to adequate temporary shelter but choose not to use it.
- Even when shelter is unavailable, an ordinance may prohibit sitting, lying, or sleeping outside at certain times or in certain locations.
- An ordinance may prohibit obstruction of rights-of-way or the erection of certain types of structures.
- Whether such ordinances are consistent with the Eighth Amendment will depend on “whether it punishes a person for lacking the means to live out the ‘universal and unavoidable consequences of being human...’”

So what do we do?

- **Proposed Goal for County Strategic Plan:**

Working in partnership with community groups, cities and counties, provide safe, off the streets shelter options for 100 additional people in 2019 and again in 2020 and 2021.

How do we do it?

- Two key themes:
- Provide safe places for people to be as they transition to permanent housing.
- Provide basic services for those that remain unsheltered.

Recommendation One:

Identify and Create additional capacity for Shelter off the Streets (SOS)

- **Locate spaces for a range of Shelter off the Streets options with hygiene and trash collection services.**

Rest Stops

- Safe Location
- Porta Potties
- Tent shelters or Conestoga huts



Transitional Shelter Pods

- Semi-Permanent Shelters with central service facilities



Congregate Overnight Shelter

- Year-round overnight shelter
- Multnomah County and Portland have _____ beds.
- Less need for warming shelters.
- May be in combination with tiny home or transitional shelters

Tiny Homes

- Emerald Village in Eugene



- Complete homes
- Residents can build equity



C Bergsund DeLaney
Architecture + Planning
160 sf



E Rainbow Valley
Design + Construction
288 sf



F Bryan Hadley
Don Goertz
200 sf



U SquareOne
Villages
160 sf



N DMc Architecture
Honn Design
+ Construction
208 sf



H Dustrud Architecture
263 sf



S Fifield Architecture
+ Urban Design
265 sf



A Nir Pearlson
Architect
256 sf



I Lyndsey Deaton
Christina Bollo
180 sf



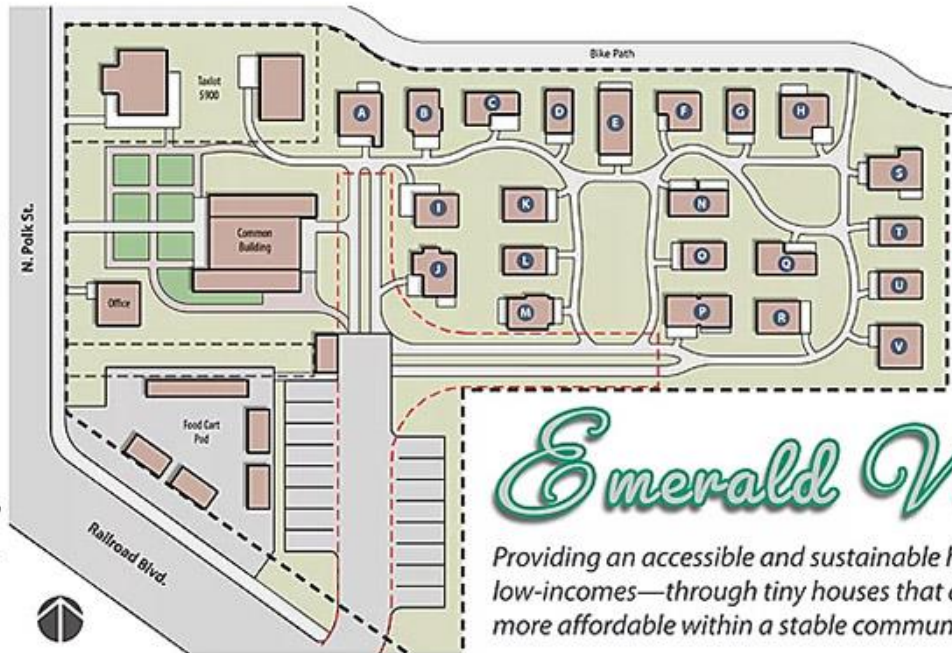
J Arbor South
Architecture
236 sf



L SquareOne
Villages
160 sf



M Envelop Architecture
+ Design
198 sf



P Urban Collaborative
273 sf



Q dirtChic Builders
200 sf



V Willard C. Dixon
Architect
353 sf

Emerald Village Eugene

Providing an accessible and sustainable housing option for people with very low-incomes—through tiny houses that are safe, livable, and significantly more affordable within a stable community setting.

Emerald Village Eugene (EVE) is a project developed by SquareOne Villages, a non-profit organization creating self-managed communities of low-cost tiny homes for people in need of housing. It builds upon the success of Opportunity Village Eugene, a transitional micro-housing community for otherwise homeless individuals and couples. This next iteration of our "village model" will provide a more accessible and sustainable place to transition to.

Each of the 22 homes at EVE are designed to meet the definition of a "permanent dwelling"—including sleeping and living areas, a kitchenette, and bathroom—all in 160 - 300 square feet. The individual units will be supported by a common building that includes a gathering area, kitchen, laundry, restroom, and tool storage.

Unlike most affordable housing projects, residents of EVE will not simply be renters; they will be members of a housing cooperative with a share in ownership of the village—enabling them to create a modest asset that can be cashed out if and when they choose to move out.

Members will make monthly payments of between \$250-350 to cover operating costs. As part of this payment, each household will also accumulate a \$1,500 share, paid in increments over the course of 30 months.

more info: www.squareonevillages.org
contact: info@squareonevillages.org



Recommendations continue

- Identify space for legal RV camping, with waste disposal services.
- Locate publicly-owned property to provide these spaces, and investigate the use of underutilized sites, vacant buildings and willing private property owners.
- Work to assure that SOS shelters are a transition vehicle to permanent housing.



Recommendation Two:

Adopt mobile and accessible programs for those that remain unsheltered.

- Provide personal hygiene services.
 - Porta potties or portable flush toilets
 - Mobile or drop-in shower facilities
- Provide trash and garbage options, including safe needle deposit and exchange for those that remain unsheltered.

Trash Pickup

Successful programs exist in Vancouver WA and the City of Portland.

Homeless individuals can be employed to help collect and clean up sites.



Mobile Shower Programs

Dignity on Wheels in Bay Area

Broward County Live Fresh Program



Recommendation Three:

Continue to monitor and meet the needs of the unsheltered population as they evolve.

- Monitor and track health outcomes and fatalities among the unsheltered population.

Recommendation Four:

Evaluate and measure outcomes as these recommendations are implemented

- The task force recommends that the county track and evaluate success as these programs and strategies are implemented.

Next Steps

- Staff to provide options and cost figures for shelter options.
- Locate a site for first shelter or rest stop.
- Report back to BCC in 60 days.
- Recommendations to come from Task Force on Planning Zoning and Development, Housing Services and Funding.

Housing Affordability and Homelessness Task Force



Task Force Members

Not-for-profit Housing Provider

Yelena Voznyuk
Vice Chair
NW Housing Alternatives

Social Service and Housing Advocate

Shelly Mead
Operation Director
Bridges to Change

Portland Homebuilders

James Adkins
Government Affairs
Home Builders Association of Metro Portland

Homebuilder

Bart Berquist
Partner
PDX Living LLC

Economic Development Commission

Wilda Parks
EDC Chair
Clackamas County Economic Dev Commission

Economist

Jerald Johnson
Johnson Economics

Clackamas County Homeless Solutions Coalition

Nancy Ide

City Representative

Alma Flores
Community Development Director
City of Milwaukie

Education

Larry Didway
School District Superintendent
Oregon City School District

Tenant Advocacy Organization

Katrina Holland
Executive Director
Community Alliance of Tenants

Health Care

Ruth Adkins
Kaiser Permanente

Bonnie Pickens
Providence

Faith Community

Ellen Burns
MACG

Private Producer of Affordable Housing

Anna Geller
President
Geller Silvis

Private Producer of Affordable Housing

Dave Carboneau
Home First Development

At Large

Cole Merkel
County Citizen and employee of Street Roots

Nate Ember

Oak Grove Resident
Ink:Built Architecture, Community + Design

Patti Jay

Clackamas County Citizen Representative

Law Enforcement

Graham Phalen
Clackamas County Sheriff's Office

Clackamas County Business Alliance

Ken Fisher
Program Executive
CBRE/HEERY

Nina Carlson

Government and Community Affairs
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NW Natural

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Program Planner,
Health Housing & Human Services

Jennifer Hughes
Planning Director,
Transportation & Development

Julie Larson
Administrative Assistant,
County Administration

Housing Affordability and Homelessness Task Force



Recommendation development framework

FOCUS AREA: Shelter Off the Streets (SOS) / Assisting Key Populations

FOCUS AREA GOAL:

Working in partnership with community groups, cities and counties, provide safe, off the streets shelter options for 100 additional people in 2019 and again in 2020 and 2021.

Considerations for focus area goal:

- Eliminate homelessness for children and other vulnerable populations groups
-

CHALLENGES TO ADDRESS:

- There is an acute need for safe places for unsheltered individuals to shelter off the streets (9th Circuit Court ruling)
 - Shelter restrictions in zoning and city codes
 - NIMBY attitudes
 - There is a need to address the reality that unsheltered individuals don't have access to sanitation services
 - As the homeless population changes and increases, it is important to be attentive to the specific needs of individuals, including appropriate mental health resources
 - No cause evictions
 - Needs of first-time homeless
 - Availability of transitional housing
 - High cost and barriers to access to legal representation
 - Recommending units are reserved for people experiencing homelessness
 - Look for opportunities to offer employment to those who have lived homelessness experience
 - Look at programs related to public health (i.e. trash collection, sanitation, etc.) and help with public perception with homelessness
-



Action:	Existing County efforts/policies:	Funding needs and implementation considerations:	Equity and engagement considerations:	Task Force Recommendations Reference No.
<p>Identify and create additional capacity for Safety Off the Streets (SOS)</p>		<ul style="list-style-type: none"> • Identify spaces for self-governing tent cities and camping communities with hygiene and trash collection services. • Identify space for legal RV camping, with waste disposal services. • Locate publicly-owned property to provide these spaces, vacant buildings and willing private property owners. • Review successful models from other jurisdictions (e.g. Clark County’s Talking Trash program or the Clean and Safe Program of Central City Concern • Model after Portland’s Right to Dream communities (cooperative models) 	<ul style="list-style-type: none"> • Aim at specific sub-populations including women, children, and people with disabilities. • Engage mental health services • Engage places of worship 	<p>Recommendation 1: A-D</p>

<p>Adopt harm reduction programs for those that remain unsheltered</p>		<ul style="list-style-type: none"> • Provide hygiene and sanitation options. • Provide trash and garbage options, including safe needle deposit and disposal. • Fund approximately 5 vehicles and 20 staff (at least minimum wage) • Cost could be covered across rate base 	<ul style="list-style-type: none"> • Connect with health service providers • Employ people who are experiencing homelessness 	<p>Recommendation 2: A-B</p>
<p>Continue to monitor and meet the needs of the unsheltered population as they evolve</p>		<ul style="list-style-type: none"> • There is a dearth of non-profits that do this work in the County • Use volunteers and peers to accomplish this work 	<ul style="list-style-type: none"> • Need to build trust • Leverage first responders already out in the community as a daily contact 	<p>Recommendation 3: A</p>
<p>Use County’s emergency declaration to work more rapidly</p>				
<p>Eliminate homelessness for children and other vulnerable populations including seniors, people with disabilities, Community of Color, low-income, DV</p>			<ul style="list-style-type: none"> • Focus on vulnerable populations and/or gaps, and/or data needs, and/or staff recommendations and various funders (i.e. HUD) 	
<p>Develop a program for public health related issues associated with current, unsheltered population</p>				